



City of Santa Barbara California

PLANNING COMMISSION & HISTORIC LANDMARKS COMMISSION STAFF REPORT

REPORT DATE: July 3, 2012
AGENDA DATE: July 18, 2012 Historic Landmarks Commission
July 26, 2012 Planning Commission
PROJECT NAME: Historic Resources Element
TO: Planning Commission (PC) & Historic Landmarks Commission (HLC)
FROM: Planning Division, (805) 564-5470
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I. PROPOSAL

The attached proposed Historic Resources Element (HRE), Exhibit A, is to replace these sections of the 2011 Santa Barbara General Plan:

- 2011 Historic Resources Element Framework (HRE Framework) entire chapter, pages 1 - 6
- "Cultural and Historic Resources" sections in pages 26 through 30 and pages 66 through 68 of the Environmental Resources Element (shown in the General Plan document as a reproduction of the 1979 Conservation Element)

The HRE proposed policies are similar to the policies in the existing HRE Framework and the existing Cultural and Historic Resources section of the Conservation Element. Policy topics such as the following appear in either or both the existing General Plan HRE or Conservation Element as well as the proposed HRE:

- Protection of historic and archaeological resources through appropriate regulatory tools such as buffers, transfer of development rights, reduced densities near resources, adaptive reuse, design districts, designations
- Protection of historic and archaeological resources through ensuring compatible development through review processes
- Protection of historic resources through voluntary loan programs
- Promoting public awareness of historic and archaeological resources
- Surveying and documenting historic resources in the community
- Ensuring governmental coordination, uniformity in regulations, and effectiveness in addressing and protecting historic and archaeological resources

All of the topics covered by the existing Historic Resources Framework and existing Cultural Resources Section of the existing Conservation Element are covered in the proposed Historic Resources Element, as detailed in a comparison chart, Exhibit B.

Additional more detailed goals, policies and implementation items are included in the proposed HRE. The intent of the new items is the same as it was for the existing documents, and the result of the new items may be better protection of historic resources in some cases. New topics include the following:

Two new goals elevate topics of governmental effectiveness (“Governmental Cooperation”) and the importance of historic resources preservation in neighborhoods (“Neighborhood Historic Preservation”).

New policies expand on the importance of:

- avoiding demolition of historic resources
- protection of neighborhood historic resources
- streetscape and landscape historic resources
- surveying, documenting and designating resources

II. BACKGROUND

On June 28, 2011, Council authorized a Historic Resources Element (HRE) Task Force to convene to draft a new Historic Resources Element. The new HRE is to replace the Cultural and Historic Resources section of the existing General Plan Conservation Element. The rest of the existing Conservation Element would remain in place at this time. The HRE Task Force voting membership is two Historic Landmarks Commissioners and one Planning Commissioner. Representatives from various other community groups are included in the HRE Task Force and contributed to discussion and work on the HRE (Exhibit C, HRE Task Force Participants). The HRE Task Force has met 21 times since July 2011 and has drafted an introduction, goals, policies and implementation actions for consideration, as well as an appendix. Staff has supported the HRE Task Force drafting process and has reviewed the current draft document, as well as provided a map of historic districts in the document.

Staff also met with and provided the draft HRE to the Santa Barbara Museum of Natural History California Indian Advisory Committee in May 2012. The Committee requested additional time to review the document and the HLC and PC hearings were accordingly delayed by approximately one month each per the Committee’s request.

The City Attorney’s Office provided review of the final Task Force HRE document. Following are changes to the Task Force HRE recommended by the City Attorney’s Office. These changes have been incorporated into the attached Task Force HRE, Exhibit A.

HR2.2 Consider impacts to historic resources comprehensively. Require that the identification and analysis of potential impacts to historic resources as analysis be an integral component of the review process of all development applications. Evaluate the impacts of proposed development in proximity to historic resources. Review bodies shall not consider other existing incompatible development as a justification for additional potentially incompatible development.

HR4.1 Provide Incentives. Provide incentives for the adaptive reuse of historic buildings. Support zoning modification approvals for parking and setbacks to allow more change of uses for historic properties and allow more flexible building code compliance alternatives. For example, employ the California State Historical Building Code to allow more flexibility in code compliance.

Excerpts from list of definitions:

Historic District - A delineated geographic area of the city (or a noncontiguous grouping of real properties within the city) where most of the properties within the district are thematically architecturally related and possess historical significance, special character, or aesthetic value, including, but not limited to, a distinct section of the city possessing a significant concentration of cultural resources which are united historically or aesthetically either by plan or by physical development, as such a district is designated by the City Council, acting by resolution or by ordinance, as being worthy of protection.

Historic Resource - Eligible. A historic resource which has been ~~deemed~~ identified by the Historic Landmarks Commission or a historian to meet the criteria for a designated historic resource.

Historic Resource - Potential. A historic resource which has been ~~identified~~ listed by the Historic Landmarks Commission as being a potentially significant historic resource.

III. GENERAL PLAN & CODE CONSISTENCY ANALYSIS

The proposed HRE is consistent with the rest of the Santa Barbara General Plan, as required by California state planning laws. Following are examples of how the proposed HRE is supported by, and supports the Sustainability Framework and policies of other elements of the General Plan.

- **The Sustainability Framework** lists “Historic & Community Character” as one of the policy drivers that affects both the guiding principles and the goals and policies of the General Plan. Historic Resources are also discussed in the Plan’s **Principles for Development**.
- **Visual Preservation.** The Environmental Resources Element promotes visual resources protection, consistent with HRE viewscape protection items.
- **Rehabilitation of Existing Buildings.** Land Use Element and Housing Element policies encourage rehabilitation of existing buildings, as does the proposed HRE. In addition, the Safety and Public Services Element encourages earthquake insurance programs, which could be helpful to allow for higher quality reconstruction of historic resources in the event of destruction due to an earthquake.
- **Potential Public Acquisition of Historic Resources.** The acquisition of certain properties promoted by the Open Space, Parks and Recreation Element could result in the protection of historic resources, consistent with the HRE.

- **Pedestrian Transportation.** Both the Circulation Element and HRE promote pedestrian transportation.
- **Compatible New Development.** The Land Use Element, Housing Element, Economy and Fiscal Health Element and HRE all support development which is compatible with community character, which can include preserving historic resources. The Economy and Fiscal Health Element also supports arts, crafts and culture, which could be complementary to historic preservation.
- **Housing Unit Density.** The HRE proposes protection of historic resources through a number of means, including implementation of buffers and historic districts. Depending on how these mechanisms are implemented, the potential housing unit development density could be diminished for some potential development sites. Implementation of historic preservation mechanisms will need to be done in a way that is consistent with Housing and Land Use Element goals for production of affordable housing units. The General Plan's Adaptive Management Program (AMP) will monitor the production, location and affordability of housing units over time. The feedback of information through the AMP will allow for adjustments in policy implementation over time to ensure that all policies of the Housing, Land Use and proposed HRE are implemented in a manner that is consistent.
- **Policy HR5 "Protect Neighborhood Historic Resources".** This important policy addresses protection of traditional neighborhoods and could be implemented in a number of ways. Implementation item HR5.5 "Establish zoning that conforms to the character of neighborhoods" would entail a rezoning process. Staff would like to note that in the event that such a process is undertaken at some time in the future, one essential part of that study will be review for consistency within the General Plan as a whole as well as conformance to State Planning and Zoning laws. Staff does not suggest any revision to the language of Policy HR5, but provides this note as an advisory to the Historic Landmarks Commission, Planning Commission and City Council.

Although from a broad view all of the elements are consistent, there will be individual cases where careful implementation of the elements will be needed. Following are examples of where careful application of the General Plan will be needed for specific projects:

- Some neighborhoods may be open to secondary dwelling units or other non-traditional neighborhood **development patterns**. Careful implementation of design guidelines and preservation of individual historic resources consistent with Land Use Element and Housing Element policies will be needed.
- Some individual historic landscapes may promote **potentially invasive species** such as invasive palm, olive or pepper tree species. Careful review of the Environmental Resources Element Biology section will be important in these cases.
- Some individual historic landscapes may include **water consumptive elements**, such as expansive high water use lawns. Careful review of the Environmental Resources

Element Safety and Public Services Element Water Supply policies and water conservation municipal codes will be important in these cases.

- Some individual historic properties may merit **historic wood shingles or other combustible building materials**. Careful review of the Safety and Public Services Element Safety Hazard Identification and Reduction Chapter, local codes and the California State Historical Building Code will be needed in these cases.
- Some individual historic properties may merit adobe construction or other types of construction not traditionally accommodated clearly by **earthquake building standards**. Careful review of the Safety and Public Services Element Earthquake Safety Chapter, local codes and the California State Historical Building Code will be needed in these cases.

IV. ENVIRONMENTAL REVIEW

Environmental Review was completed for the Plan Santa Barbara General Plan Update. An Addendum to Program Environmental Impact Report for the Plan Santa Barbara General Plan Update (SCH 2009011031) has been prepared, Exhibit D. The addendum documents that there would be no changes to the impacts of the General Plan Update as a result of the inclusion of the proposed HRE in the General Plan.

V. RECOMMENDATION

If approved, the proposal would amend the General Plan and Local Coastal Plan. As described in more detail in the Background section above, Staff has carefully reviewed the document with the HRE Task Force and has no further comment on the document, other than the City Attorney's Office edits listed in the Background section. Staff recommends that the Planning Commission and Historic Landmarks Commission review the HRE and its associated environmental addendum, Exhibit D, and recommend the proposed Historic Resources Element, Exhibit A, for adoption by the City Council.

Exhibits:

- A. 6-18-12 Task Force Historic Resources Element
- B. Chart comparing existing Cultural and Historic Resources Section of the Conservation Element and existing Plan Santa Barbara HRE Framework with proposed HRE Framework.
- C. Historic Resources Element Task Force Participants
- D. Addendum to Program Environmental Impact Report for the Plan Santa Barbara General Plan Update (SCH 2009011031)

Task Force Historic Resources Element

June 18, 2012



Historic Resources Introduction

“The old landmarks and the most charming characteristics of Santa Barbara are disappearing before the march of ‘improvement’, and though our practical people cannot move the mountains, nor change the scenes, nor spoil the climate, they are doing all they can to despoil the quaint beauty of the place and make it just a commonplace American town.”
(Santa Barbara Morning Press editorial, January 3, 1874)

To a first-time visitor to Santa Barbara, even the most cursory observation reveals the predominant role historic resources play in the identity and character of this City. That visitor cannot help appreciating a remarkable characteristic of this unique place: that most anywhere the eye falls it beholds something esthetically pleasing, framed by scenery similarly pleasing. Often that tableau of notable features harkens to an earlier time.

It is no accident that Santa Barbara has preserved so much of its past, and accommodated it so tastefully and seamlessly into the city’s modern day incarnation. The city has had the benefit of an active and enduring preservationist spirit, which has been supported by foresighted leaders. The purpose of this Historic Resources Element is to perpetuate this tradition in the years and decades ahead.

By climate and geography alone, Santa Barbara ranks as one of the most attractive places on earth. This attractiveness quotient poses significant challenges to preservation efforts, since it engenders pressure for development. Any number of similarly attractive places, as a result of such pressures, have lost much of their identifiable relationship to their past, and are hardly recognizable from what they were only a few decades ago. The fact that Santa Barbara has retained so much of its identity is testimony to the commitment to its preservationist tradition.

In spite of having succeeded in retaining so much of the city’s historical essence and identity, increased diligence is necessary. As this is written in 2012, a prolonged recession has abated some of the development pressures that, as they beget change, threaten the historical resources of this, one of the country’s eminent smaller historical cities. Within the past generation, Santa Barbara has become a household name, synonymous with idyllic appeal, and this only exacerbates the challenge as more people wish to locate here. The inevitable swing of the economic pendulum will unleash renewed pressures for development, severely testing our ability to preserve the part historic heritage plays in the character of our city.

This Historic Resources Element is intended to help forearm, as well as to assist in the delicate balancing of property rights and the public interest that is inherent in historic preservation. Given that historic resources are so instrumental in the local economy, and so great a contributor to property values, this Element’s key role in enlightening those balancing decisions is obvious.

This Element serves to pull together existing preservation rationale, policy and implementation priorities into a single foundation piece, bringing historic resource preservation into parity with other city concerns and priorities. It is intended to help foster and insure coordination of all city preservation efforts, public and private.



Santa Barbara's Tradition: Planning with History in Mind

"The preservation movement has one great curiosity. There is never retrospective controversy or regret." (John Kenneth Galbraith, The Economic and Social Returns of Preservation)

MAJOR MILESTONES

For many decades interested citizens, community groups, neighborhood associations and preservation organizations have actively participated in the planning and development of the city. After passage of a State enabling law in 1959, the City of Santa Barbara responded to citizens' suggestions and adopted the "El Pueblo Viejo Ordinance" on March 8, 1960. The ordinance established El Pueblo Viejo (EPV) as a design control district and set restrictions upon the alteration or demolition of historic buildings. It was named for the City's core, which developed around the Spanish Royal Presidio, founded in 1782. In May 1960, the City Council created the Advisory Landmark Committee (ALC), which was charged with making "an inventory of Historic Sites and Structures in Santa Barbara" as well as other resources of significance. The Committee acted in an advisory capacity to all agencies of the City regarding historic buildings and the design of structures within El Pueblo Viejo. Soon the ALC produced a list of significant structures and adobes. Subsequently, the Council designated City Landmarks via the ordinance amendment process. As a result, a number of historical sites and structures were preserved, including some of the oldest adobe buildings. In 1969 Mission Santa Barbara (founded in 1786) and the area around it was included in EPV. The ALC received staff assistance from the Planning Division beginning in 1974 and a regular meeting schedule was established. Work began on a revised Historic Structures chapter for the Municipal Code. The expanded ordinance was adopted in 1977. Its purpose was strengthened and the designation process was clarified. Since then many more designations have been made. This ordinance and the later adoption of the City Coastal Plan created an El Pueblo Viejo that included the waterfront and major entrances to the city. In 1978, the Landmarks Committee began a major program of architectural and historic resources surveys. In 1993, city voters approved a City Charter amendment to establish a Historic Landmarks Commission (HLC).

Requiring specific architectural styles within EPV compatible with its Hispanic tradition allows for the further protection of historic resources and perpetuates the City's renowned tradition of Hispanic architecture. For design review outside of HLC's purview, the Architectural Board of Review is charged with reviewing applications. The ABR's function includes protecting and preserving the natural charm and beauty of Santa Barbara, including the historical style, qualities, characteristics of the buildings, structures, and architectural features associated with and established by its long, illustrious and distinguished past. The City relies on its scenery, physical beauty, historic character and design consistency to attract tourists and commerce. These are vital to its economy. The City has enacted stringent controls over time to protect its views and character by limiting the size, location and visibility of signs.

ECONOMIC AND ENVIRONMENTAL BENEFITS OF HISTORIC PRESERVATION

There are many economic advantages to the use or reuse of older buildings versus new construction. Preservation of historic resources has been shown to increase property values, community appeal, and tourism. Tourism is one of California's largest industries and historic properties are a major factor in its growth. Heritage Tourism generates economic benefits for local businesses: visitors spend money on lodging, food and drink, transportation, attractions and events, among other things. Other benefits include historical education, awareness of cultural sites, and community identity for both local residents and visitors. Numerous studies throughout the country have conclusively shown that property values in local historic districts increase at higher rates than non-historic properties, and remain more stable in times of recession. Integration of preservation strategies into the planning process assures preservation of the traditional scale and visual interest of the City.

Historic Resources and Sustainability Goals

Investment in established neighborhoods at any scale is a form of reinvestment in inherently sustainable communities that are generally smaller in scale, walkable, transit-accessible and may feature mixed uses. The use of older structures and the adaptive reuse of buildings serve to lower the carbon footprint of the entire community and avoid the environmental effects that come with demolition and reconstruction. It has been estimated that a significant amount of the material being added to landfills is demolition and construction waste. Historic buildings contain significant embodied energy whereas new construction requires energy to extract, manufacture, transport and assemble building materials. Adaptive re-use or rehabilitation of a building normally requires construction on site and changes the ratio of labor and material breakdowns, thereby generating local construction jobs.

Preserving historic resources is not only economically beneficial but also provides layers of history and visual interest in the city. This ineffable benefit to the richness and vitality of a community contributes to the sustainability of the community. Preservation considers not only a resource, but its surrounding environment as well, and any changes to that environment, such as solar exposure or drainage patterns. Such diligence ensures that development occurs in a way that respects and protects the fabric of the resource. This holistic approach to preserving historic resources supports community sustainability.

FUTURE ISSUES AND CHALLENGES

Survey Completion and Funding

The city continues to face the preservation challenge of ensuring that future development fits into the environment and does not negatively impact the city's scenic character and historic resources. The worldwide reputation of Santa Barbara as a historic city and a tourist destination remains a vital factor in the economy of the city. Because the city is almost fully built-out, growth in Santa Barbara continues to shift from building on open land to redevelopment of existing sites. As a result, historical and cultural resources will be increasingly viewed as sites with redevelopment opportunity especially in the downtown core and established neighborhoods. This development pressure could result in the loss of historical buildings, structures, landscapes, and archaeological resources. The challenge remains to fund and complete historic resource surveys. These surveys are essential tools for identifying historically significant properties, archaeological sites and potential historic districts and providing relevant historical information. The completed surveys serve to inform property owners as well as the city residents of the importance of historic buildings, landscapes and

neighborhoods. They serve as a guide for assisting property owners as well as the city in making changes to property that respect its historic integrity.

The overarching consideration for historic preservation is to identify, designate and protect historic resources. Informed decision-making is essential to address these priorities. Funding support is critical to make progress. The effectiveness of the city's historic preservation program is directly correlated to the amount of funding and staffing provided. For example, funding is needed for:

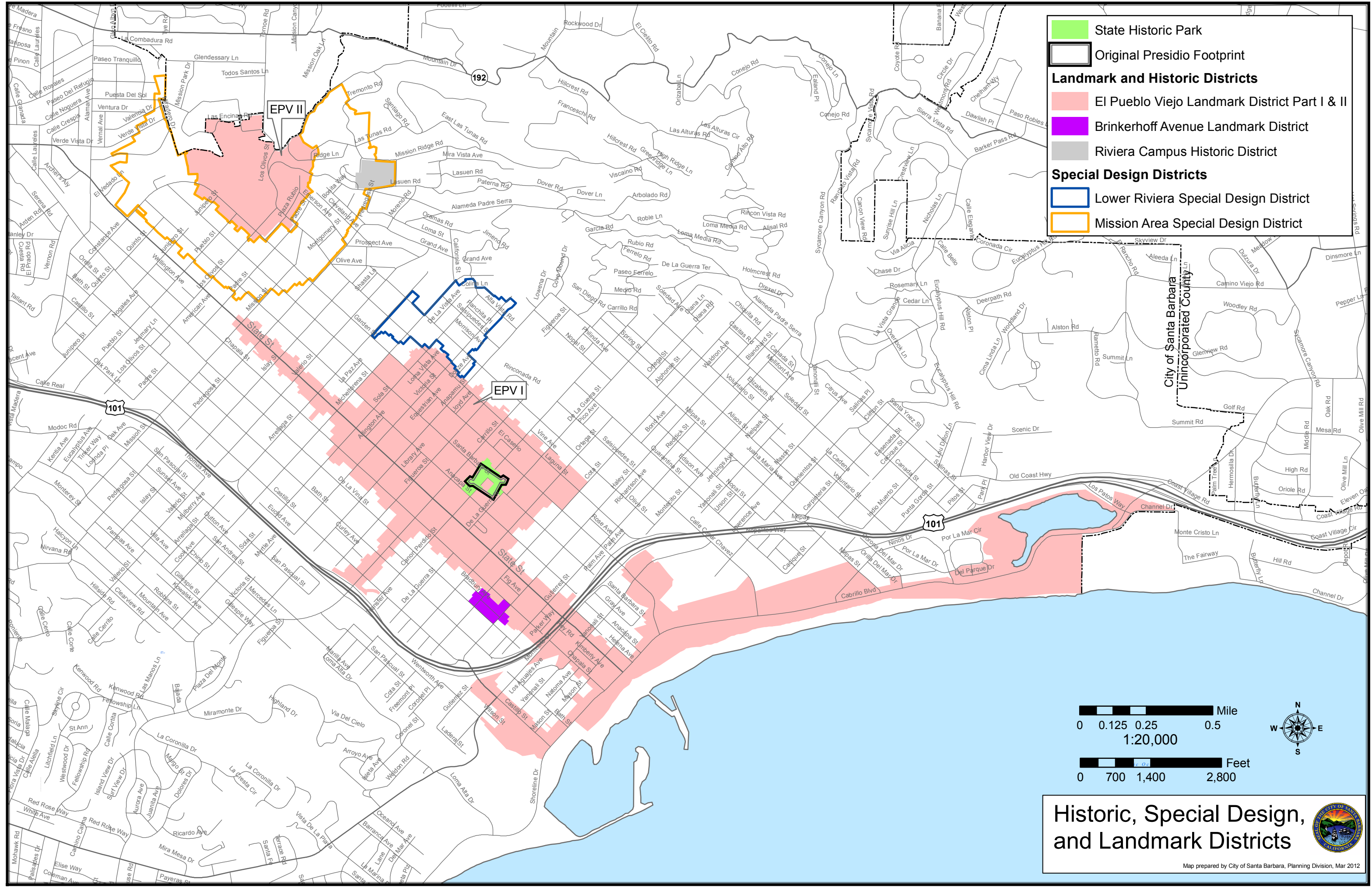
- Maps indicating areas with a high potential for archaeological resources from specific time periods to be continually updated and quickly made available for review
- Completion of surveys, listings, designations and accurate updates to city records critical to the protection of historic resources.

Municipal Code Ordinance amendments to create additional historic districts will require:

- Public education regarding the importance of protecting distinctive historic properties representing architectural periods in the City's development.
- Public hearings to explain district creation procedures and legal issues.
- Support from local citizens and City Council to designate these historic areas even when faced with potential objections from individual property owners.
- A balance to be struck between private property rights and the public interest (public good) that attaches to property that has historic significance to a community. It is important to remember that Santa Barbara is a city in which historic resources play a central role in its identity and its property values, thus one in which the balance may weigh more on the side of public interest.

Future land use decisions which affect the community's heritage, as reflected in the historic, architectural, and archaeological resources, must recognize the irreplaceable nature of these resources. The value of these resources is to be given equal weight to other factors being considered in the decision-making process.





State Historic Park

Original Presidio Footprint

Landmark and Historic Districts

El Pueblo Viejo Landmark District Part I & II

Brinkerhoff Avenue Landmark District

Riviera Campus Historic District

Special Design Districts

Lower Riviera Special Design District

Mission Area Special Design District

Mile


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Feet

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Historic, Special Design,
and Landmark Districts



Map prepared by City of Santa Barbara, Planning Division, Mar 2012

Historic, Special Design & Landmark Districts

Goals, Policies, and Implementation

GOALS

- ***Protection and Enhancement of Historical Resources:*** Continue to identify, designate, protect, preserve and enhance the City’s historical, architectural, and archaeological resources. Ensure Santa Barbara’s “sense of place” by preserving and protecting evidence of its historic past, which includes but is not limited to its historic buildings, structures, sites, features, streetscapes, neighborhoods, and landscapes.
- ***Increased Awareness and Appreciation:*** Increase public awareness and appreciation of Santa Barbara’s history and pre-history, its historical, cultural and paleontological resources, their value and the need to protect them. Recognize that historic resources are necessary contributors to attaining sustainability, environmental and economic vitality, and preservation of the city’s quality of life.
- ***Governmental Cooperation:*** Incorporate preservation principles as a valid and necessary component in decision-making, at every phase of City government, and secure cooperation from all levels and agencies of government in these efforts.
- ***Neighborhood Historic Preservation:*** Protect the significant contribution made by Santa Barbara’s neighborhood historic resources to the City’s charm and sense of historical context.

Protection of Buildings, Structures, Sites and Features Policies

- HR1. **Protect Historic and Archaeological Resources.** Protect the heritage of the City by preserving, protecting and enhancing historic resources and archaeological resources. Apply available governmental resources, devices and approaches, such as the measures enumerated in the Land Use Element of this Plan, to facilitate their preservation and protection.

Possible Implementation Actions to be Considered

- HR1.1 Use all available tools. Consider specific preservation strategies and land use regulation mechanisms, including those listed in the Land Use Element, such as revised development standards, buffer protection, overlay zones, Design and Historic Districts, Landmark, and Structure of Merit designations.

- HR1.2 Adopt historic preservation guidelines. Develop and adopt guidelines for maintenance and changes to historic resources. The guidelines will apply to historic properties and areas. The guidelines will also assist property owners in understanding the important character-defining elements of buildings and historic architectural styles, and in planning exterior alterations, additions, or rehabilitation of existing buildings, structures and landscaping, as well as ways to maintain them.
- HR1.3 Adopt user-friendly codes and regulatory procedures. Reorganize existing code provisions relating to demolitions to coordinate the various provisions, make them more understandable, and clarify their applicability and enforcement procedures. Change ordinances and interpret codes, whenever and to the degree possible, to favor adaptive reuse.
- HR1.4 Interpret regulations flexibly. In order to ensure that a historic resource will be perpetuated, even if its historical use becomes obsolete or is discontinued, avoid the application or strict interpretation of regulatory codes and ordinances which might erode or alter its traditional or historical character. In accord with the spirit and the intent of the California State Historical Building Code, interpret and apply such codes so that flexible yet equally safe alternatives can be substituted that promote the future vitality of the historic resource.
- HR1.5 Protect archaeological resources from potential damage or destruction.
- a. In the environmental review process, any proposed project which is in an area indicated on the map as "sensitive" shall receive further study to determine if archaeological resources are present and in jeopardy. Consider notification/consultation of most likely descendants of Barbareño Chumash; and local Native American associations and individuals for comment. A preliminary site survey (or similar study as part of an environmental impact report) shall be conducted in every case where archaeological resources could be threatened.
 - b. When making land use decisions, potential damage to archaeological resources shall be given consideration along with other planning, environmental, social, and economic considerations.
 - c. Publicly accessible areas known to contain significant archaeological resources should be preserved by limiting access and/or development which would involve permanent covering or disturbance of sub-surface artifacts.
- HR2. **Ensure respectful and compatible development .** Seek to ensure that all development within the City respects rather than detracts from individual historic and archaeological resources as well as the neighborhood and the overall historical character of the city. Assure compatibility of development, and respect for the historical context of historical resources.

Possible Implementation Actions to be Considered

- HR2.1 Protect Historic Resources From Harmful Development. Development on parcels in proximity to historic resources shall be designed, sited and scaled to be compatible with their historic neighbor and with public enjoyment of the historic site. Construction activity in proximity to historic resources shall not damage or adversely impact the historic resources, and new structures themselves shall not pose a threat of either short or long-term damaging effects upon the historic resources.

- HR2.2 Consider impacts to historic resources comprehensively. Require the identification and analysis of potential impacts to historic resources as an integral component of the review process of all development applications. Evaluate the impacts of proposed development in proximity to historic resources. Review bodies shall not consider other existing incompatible development as a justification for additional potentially incompatible development.
- HR2.3 Assess potential damage. Ensure that construction activities in proximity to a historic structure do not damage the historic resource. For projects involving substantial demolition and/or grading adjacent to such a resource, include any necessary measures as determined in consultation with the City Urban Historian, or in accepted Cultural Resources or Historic Structures Report recommendations. Such measures should include participation by a structural engineer and/or an architect knowledgeable in historic resources and their treatment, such as a historical architect.
- HR2.4 Analyze potential long-term damage. Where appropriate, require an evaluation for potential environmental damage to historic resources (e.g., older adobe buildings and structures), such as when development and landscaping in proximity might result in a change in microclimate of the affected historic resource. The goal is to ensure that there are no significant long-term negative impacts to the condition or environment of the historic resource. The evaluation study shall include a comparative assessment of potential harmful impacts to the exterior or interior of a structure. Impacts to be studied may include air circulation, humidity, temperature, heating and cooling dynamics, noise, vibration, air quality, and light and shade conditions.
- HR2.5 Use appropriate measures. Measures to be implemented shall include assurances that such development is appropriately scaled, designed and sited, and provided with well-located open space and landscaping. Proportionately scale construction (addressing height, size, bulk, volume, etc.) adjacent to historic resources.
- HR2.6 Use available interim protections. Interim protection measures shall be pursued, including revised development standards, buffer protection, overlay zones, special design districts, and related measures.
- HR2.7 Secure permanent protection. Continue to adopt measures such as establishment of Historic Districts, density reduction, architectural compatibility, stepping back of buildings within buffer areas, reduced building heights, and other development standards.
- HR2.8 Reduce densities. The Commercial Medium/High Density land use designation shall be the maximum intensity designation permitted in those areas within 100 feet of historic resources. Flexibility to allow increased density for rental and employer housing shall be considered on a case-by-case basis but only if consistent with historic resource preservation goals of the city.
- HR2.9 Employ transfers of development rights (TDR). Create a residential TDR program for residential properties developed with historically significant buildings to enable the preservation of historic resources without exceeding the recommended overall allowed combined General Plan densities of the parcels involved.

HR2.10 Employ historic resource buffers. Use the following measures to establish buffer zones to further protect historic resources:

- a. Require that all parcels within 100 feet of a historic resource be identified and flagged for scrutiny for impacts on those resources, prior to either approval of any development application, or consideration of increased densities for rental, employer and/or Affordable Housing.
- b. All development proposed within 250 feet of historic adobe structures, El Presidio de Santa Barbara State Historic Park and areas inclusive of the original footprint of the Presidio and other City Landmarks may be subject to measures for additional protection. Such protection may require adjustments in height, bulk, size, and setbacks.
- c. Establish buffers with priority focus on properties near historic and landmark districts.

HR2.11 Recognize the importance of, Analyze and Protect Viewscapes. Review proposed buildings or additions on parcels in proximity to historic resources and historic areas as to how they may affect views of and from the resources or historic areas. A determination to protect viewscapes shall be made and applied consistently in development reviews.

HR3. **Discourage Demolition.** Develop effective measures to discourage and curtail the demolition of historic resources.

Possible Implementation Actions to be Considered

HR3.1 Prevent egregious neglect. Explore feasibility of an ordinance that protects historic resources from “demolition by neglect”. Enable the City to take appropriate action in cases of historic properties or properties in proximity to historic properties being allowed to deteriorate.

HR3.2 Review demolitions of older buildings. Expand procedures for review of applications for demolition or relocation of buildings citywide to prevent the loss of buildings or structures that may have historic or architectural significance and to provide the time necessary to initiate designation or to consider alternatives to demolition of the building.

HR3.4 Require project design alternatives. Require development proposals that request demolition of historic resources to present preservation alternatives, such as adaptive reuse, rehabilitation or relocation rather than demolition.

HR4. **Pursue Adaptive Reuse.** Encourage the adaptation of historic buildings or structures for uses other than the original intended use when the original use is no longer viable.

Possible Implementation Actions to be Considered

HR4.1 Provide Incentives. Provide incentives for the adaptive reuse of historic buildings. Support zoning modification approvals for parking and setbacks to allow more change of uses for historic properties and allow more flexible building code compliance alternatives. For example, employ the California State Historical Building Code to allow more flexibility in code compliance.

HR4.2 Facilitate financing loan program. Create a restoration and rehabilitation loan program specific to historic resources.

Neighborhood Policies

- HR5. **Protect Neighborhood Historic Resources.** Identify neighborhoods in the city that have substantially maintained historical character, and pursue measures to preserve that character. Protect such neighborhoods, especially those in close proximity to the downtown and commercial cores, from development that might transform their historic character.

Possible Implementation Actions to be Considered

- HR5.1 Help preserve neighborhoods that have retained historical character. Adopt mechanisms, such as ordinance amendments, that secure protection for neighborhoods and streetscapes that have substantially maintained their character of the period of their initial development, as well as later periods of historical interest that reveal the historical evolution of the neighborhood or streetscape.
- HR5.2 Provide guidelines that facilitate protection. Adopt design guidelines that seek to ensure that new and remodeled buildings and structures will be compatible with surrounding historical development, that seek to prevent the unnecessary loss of a structure or historical features, and that ensure appropriate compatible design.
- HR5.3 Provide property owner support. Encourage upgrading and revitalization compatible with the character of the neighborhood, and provide homeowners with incentives, technical assistance and support.
- HR5.4 Prioritize documented candidates. Fast-track adoption of interim or permanent protection measures – such as historic district status or other appropriate measures – for those neighborhoods that have been adequately documented to contain historic resources.
- HR5.5 Establish zoning that conforms to the character of neighborhoods. Identify incompatibilities between the traditional historic development patterns of existing neighborhoods that have substantially preserved their historic character and existing zoning, and seek to reconcile the conflicts in ways that help insure perpetuation of the neighborhood’s traditional development patterns. Review and revise, as appropriate, existing zoning that allows inconsistent development that would adversely affect or erode its historic character.

Streetscapes, Public Features, and Pedestrian Amenities Policies

- HR6. **Protect Traditional Public Resources, and Streetscapes.** Identify and preserve significant public resources and streetscapes and ensure a public review process in order to protect their historical features and attributes.

Possible Implementation Actions to be Considered

- HR6.1 Preserve and protect traditional public resources and streetscapes. Pursue measures to preserve and protect historical features such as trees, stone curbing, hitching posts, and sidewalk imprints.
- HR6.2 Prioritize documented features. Target features that have been identified in historic resource surveys as historically significant for specific protection measures, such as landmark or structure of merit designation, as well as state and federal designations.

HR6.3 Promote streets that accommodate pedestrians. Since traditional streetscapes accommodated walkers, require that all projects in historic areas involving street design pursue options that advance and enhance pedestrian friendliness.

HR7. **Protect Historic Landscapes.** Identify and preserve historic landscapes.

Possible Implementation Actions to be Considered

HR7.1 Identify and designate historic landscape features. Require that historic surveys include identification of historic trees, specimen trees, gardens, landscapes, streetscapes and landscape features. Include historic landscape features worthy of protection as part of historic designation boundaries.

HR7.2 Protect landscapes that contribute to historic resource context. Require that reviews of all development applications consider impacts upon historic landscapes and landscape features that contribute to the integrity of a historic resource.

Identification, Documentation and Designation of Historic Resources Policies

HR8. **Survey and Document All Historic Resources.** Continue to identify, document, and designate individual historic resources, as well as historic areas.

Possible Implementation Actions to be Considered

HR8.1 Accelerate surveys. Prioritize the existing program for city historic resource surveys. Continue and broaden the citywide program of architectural and historical resources surveys to identify and document information about significant buildings, structures and sites.

HR8.2 Identify substantially original development patterns. Identify the older residential streets, blocks or neighborhoods in the city that have substantially maintained their original and historical character, and that could be subject to incompatible development and transformation.

HR8.3 Retain all survey documents permanently. Retain original survey documents and organize them into a format that facilitates public access and review.

HR8.4 Designate identified resources expeditiously, at least annually. As soon as possible after the identification of significant eligible resources, process designations of historic resources to have the applicable structure of merit, landmark or historic district designation.

Public Education Policy

HR9. **Increase Awareness of Santa Barbara's Heritage.** Promote recognition that conservation of historic and cultural resources is a necessary contributor toward economic vitality, attaining sustainability and preservation of quality of life. Increase public awareness and appreciation of the significance of Santa Barbara's history. Promote awareness, appreciation and understanding of the early inhabitants of Santa Barbara.

Possible Implementation Actions to be Considered

HR9.1 Generate programs. Develop and expand programs that educate the public about the importance of preserving archaeological, prehistoric, historical, and cultural resources.

- HR9.2 Reach out. Promote programs, awards and events to heighten public awareness and promote tourism.
- HR9.3 Coordinate promotion. Integrate promotional efforts of various agencies and organizations that utilize local history such as, walking tours, brochures, fairs, festivals, public events and awards.
- HR9.4 Enhance recognition. Consider programs that enhance recognition of historic resources.
- HR9.5 Improve Awareness. Encourage and participate in partnerships between the City, developers, landowners and representation from most likely descendants of Barbareño Chumash; and local Native American associations and individuals to increase the visibility of Chumash history and culture by:
- Supporting public displays or exhibits of Chumash arts, culture and history,
 - Encouraging the incorporation of elements from Chumash art and culture into public and private development,
 - Supporting the creation of a permanent Chumash archaeological museum and interpretive center.

Governmental Facilitation Policy

- HR10. **Assure Governmental Effectiveness.** Provide adequate resources to enable implementation of the goals and policies within this Element. Ensure coordination between agencies and review bodies at all levels of government by every means, including provision of easy access to all relevant information and materials.

Possible Implementation Actions to be Considered

- HR10.1 Assure technical know-how. Re-examine the City's current review process to ensure that issues and projects involving historical considerations that come before the various review bodies receive appropriate expertise to address the historical considerations.
- HR10.2 Provide needed expertise. Provide the Historic Landmarks Commission (HLC) with adequate appropriate staff support for its review of projects, and to effectively carry out its mandate to identify and protect historic resources.
- HR10.3 Educate board members. Ensure that HLC members are adequately oriented with respect to the expertise and technical knowledge required to carry out the HLC mission.
- HR10.4 Establish partnerships. Encourage cooperative efforts between individuals, private organizations and government agencies concerned with preservation of the city's historic resources.
- HR10.5 Seek assistance for privately owned historic resources. Explore adoption of all available forms of governmental incentives toward preservation and protection of privately owned historic resources, such as tax relief (Mills Act, etc.), covenant and contractual arrangements, and technical assistance.

- HR10.6 Assure eligibility. Investigate and pursue state and federal legislation, procedures and grants enacted to aid in the preservation of historic buildings, sites and structures. Pursue any local prerequisites to participation in such federal and statewide assistance, such as designation as a Certified Local Government (CLG).
- HR10.7 Pursue additional funding sources. Consider the creation of a fund to assist in historic preservation efforts; seek sources of non-tax funding to supplement city historic preservation efforts.
- HR10.8 Enforce ordinances. Provide adequate funding support for enforcement of all aesthetic and historic preservation ordinances.
- HR10.9 Ensure Uniformity of Regulation Application. Ensure that the requirements and restrictions administered by the Historic Landmarks Commission and the Architectural Board of Review shall be as equally applicable to projects undertaken by the city or other public agencies as they are to private projects.
- HR10.10 Coordinate Reviews. Coordinate with other authorities so that County, State and Federal projects receive early concept reviews by the City as a consulting party.

Definitions

Adaptive Re-Use - The reuse of a building or structure, usually for a purpose different from the original. The term implies that certain structural or design changes have been made to the building or structure in order for it to function in its new use. Examples might include a factory building now used for loft apartments, or a house now used as an office.

Archaeological - Pertaining to the scientific study of the life and culture of earlier peoples by survey and excavation of sites and relics.

Archaeological Resources - Any material remains of human life or activities which are of archaeological potential.

Archaeological Site - An archaeological site is the location of a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses archaeological value regardless of the value of any existing building or structure.

Architectural - Pertaining to the science, art or profession of designing and constructing buildings and structures.

Architectural Significance - The importance of a property based on physical aspects of its design, materials, form, style, or workmanship.

Buffer (or buffer zones) - An area, developed or undeveloped, that separates a resource from potentially incompatible development, that serves to soften, mitigate or resolve potential conflict or incompatibility.

Compatibility - Compatibility for any development at its fundament requires an understanding and respect of the distinctive character, identity and history of the city as well as the established building patterns, styles, scale, aesthetic qualities and character of the immediate neighborhood. In the context of development in proximity to a historic resource, compatibility is the creation of a respectful relationship between proposed development and the existing historic resource (both its individual character-defining elements and its overall composition as a building or structure and part of a site). Compatibility requires development to strive to protect and enhance the integrity of a historic resource at every level.

Cultural - Pertaining to the concepts, habits, skills, arts, instruments, institutions, etc. of a given people in a period.

Cultural Resource - Something that has acquired significant associations with human activities and human events.

Demolition by Neglect - Allowing a building or site improvements to fall into such a state of disrepair that it becomes necessary or desirable to demolish it.

Enhance - To facilitate the comprehension, enjoyment, and accessibility of the subject or object in question, be it a historic building, structure, site, features, streetscape, neighborhood, or landscape.

Historic - For purposes of this Historic Resources Element, the adjective “historic” shall mean having temporal significance because of age, importance in history or culture, architectural quality, relative degree of preservation or authenticity, popular nostalgic attraction, or other consideration that may merit the application of measures for preservation or protection. Historic is often used in a more technical sense having more limited definition, but for purposes of understanding this Element, the preceding definition will be used unless the context indicates the term’s use in a more technical sense.

Historic Area - For purposes of this Historic Resources Element, groupings or concentrations of historic resources, an historic streetscape, resources in an older neighborhood which has maintained its original or historic character, or historic blocks that have interest or value as part of the heritage of the City, State, or Nation, and temporal significance due to factors such as age, importance in history or culture, architectural quality, identification with a person or persons who contributed to the culture and development of the City, State, or Nation, relative degree of preservation or authenticity, popular nostalgic attraction, or other consideration that may merit consideration or application of measures for preservation protection. For purposes of this Historic Resources Element, protected historic resource areas include designated, eligible and potential historic resources, defined below, and resources considered significant according to CEQA.

Historic District - A delineated geographic area of the city (or a noncontiguous grouping of real properties within the city) where most of the properties within the district are thematically architecturally related and possess historical significance, special character, or aesthetic value, including, but not limited to, a distinct section of the city possessing a significant concentration of cultural resources which are united historically or aesthetically either by plan or by physical development, as such a district is designated by the City Council, acting by resolution or by ordinance, as being worthy of protection.

Historical Features - Structures, objects or elements that originated during a particular historical period. Also an element that contributes to a resource’s identification, understanding or interpretation as an example of architecture attributable to a particular historical period.

Historic Preservation - Encompass a broad range of activities related to preservation and conservation of the built environment by physical and intellectual methods. By the late twentieth century its principles also contributed to protection of prehistoric archaeological sites.

Historic Resource - Designated. A City designated “Landmark” or a City designated “Structure of Merit”, or a State or National Landmark or National Register of Historic Places.

Historic Resource - Eligible. A historic resource which has been identified by the Historic Landmarks Commission or a historian to meet the criteria for a designated historic resource.

Historic Resource - Individual - For purposes of this Historic Resources Element, historic resources include any building, structure, feature, site, property, artifact, object, landscape, on public or private property that has interest or value as part of the heritage of the City, State, or Nation, due to factors such as temporal significance because of age, importance in history or culture, architectural quality, identification with a person or persons who contributed to the culture and development of the City, State, or Nation, relative degree of preservation or authenticity, popular nostalgic attraction, or other consideration that may merit consideration or application of measures for preservation protection. For purposes of this Historic Resources Element, protected historic resources are designated, eligible and potential historic resources, defined in this list of definitions, and resources considered significant according to CEQA.

Historic Resource - Potential. A historic resource which has been listed by the Historic Landmarks Commission as being a potentially significant historic resource.

Historic Resources Survey - A field investigation and documentation of buildings, structures, sites, or natural features within a certain area or neighborhood of the City, undertaken by the City for the purpose of identifying potential historic resources.

Historic Structure - 1. A structure or building that is famous because of its association with a historic event or the history of a locality. 2. Any structure or building listed (or eligible to be listed) in a national, state, provincial/territorial, or local register or inventory of historic places, 3. Any structure or building that contributes to the historical significance of a historic district, a neighborhood, a streetscape, or possesses physical characteristics that represent or contribute to an established and familiar visual feature of a neighborhood.

Historical - Belonging or relating to history or historians; a generally more inclusive term than historic.

Historical Architect - A licensed architect who specializes in the preservation of historic buildings and structures; typically has special expertise about early building techniques and materials; prepares historic structure reports, coordinates the work of other specialists involved in a project, such as an architectural historian, archaeologist, engineer, historic interiors specialist, and landscape architect, and produces the construction documents for the architectural conservation, restoration, or rehabilitation work.

Historical Significance - The evaluation for importance of an element, building, or site due to its association with a significant event, person, or time period, or as an example of a past architectural style.

Landmark - A structure, natural feature, site or area having historic, architectural, archaeological, cultural or aesthetic significance and designated as a landmark.

Landmark District - Any area of the City of Santa Barbara containing a number of buildings, structures, natural features or sites having historic, architectural, archaeological, cultural or aesthetic significance and designated as a city landmark district under the provisions of the Santa Barbara Municipal Code.

Line of sight - Identified as to height, width, and distance - looking toward an object of interest (e.g., ridgeline, river, historic building, etc.).

Neighborhood - For purposes of this Historic Resources Element, an area possessing a sense of cohesiveness, because of physical features suggesting boundaries and/or concentrations of shared architectural or cultural characteristics, which distinguishes it from surrounding areas.

Paleontological - The branch of science concerned with fossil animals and plants.

Prehistory - Information gained through resources as well as human history in the period before recorded events, known mainly through archaeological discoveries, study, research, etc.

***Preservation** - A historic building treatment that places a high premium on the retention of all historic fabric through conservation, maintenance and repair. It reflects a building's continuum over time, through successive occupancies, and the respectful changes and alterations that are made.

***Reconstruction** - A historic building treatment that establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials.

***Rehabilitation** - A historic building treatment that emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work. (Both Preservation and Rehabilitation standards focus attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)

DEFINITIONS

***Restoration** - A historic building treatment that focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.

Special Design District - A delineated area of the city which, because of buildings, structures, natural features or sites within or near it, has been so designated by ordinance primarily for the purpose of defining and preserving its unique character.

Streetscape - The visual elements of a street, including the road, adjoining buildings, parkways, street furniture, trees and open spaces, etc, that combine to form the street's character.

Structure of Merit - A structure not designated as a landmark but deserving official recognition as having historic, architectural, archaeological, cultural or aesthetic significance and designated as a Structure of Merit under the provisions of the Santa Barbara Municipal Code.

Transfer of Development Rights (TDR) - A mechanism that allows the transfer of development rights from certain properties to certain other properties within the city. Also known as "Transfer of Development Credits," a program that can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the "donor" site) to another ("receiver") site.

Viewscape - The sight or prospect of views from a point. A visual connection that occurs between a person and the spatial arrangement of urban and/or natural landscape features.

View Corridor - The visually unimpeded area in the periphery of a linear view from a specific vantage point (can be narrow, wide, pyramid in shape or rectangular, etc.).

* Definitions are consistent with National Park Service definitions. See the *City of Santa Barbara Master Environmental Assessment Guidelines* appendix for more information about how this term is implemented for specific preservation projects.

Appendix I

Laws and Regulations



FEDERAL AND STATE LAWS

Historic resource protection measures derive primarily from local ordinances and guidelines. There are also state and federal laws and guidelines which support historic resource preservation.

The City's Master Environmental Assessment document provides additional information about the following legislation:

- National Historic Preservation Act, 1966, amended 1992.
- National Environmental Policy Act, 1969.
- California Environmental Quality Act, 1970.
- California Register of Historical Resources, 1992.
- Native American Heritage Laws.

CITY REGULATIONS

As discussed in the Major Milestones section, the city has a long history of protecting its historic resources, and the Historic Landmarks Commission has played an important role in shaping the development of Santa Barbara's historic preservation program. The city requires a thorough historic assessment for development applications involving alterations to significant and potentially significant historic properties. The city encompasses many historic resources with national, statewide and local significance. These resources are identified with parcel tags in the city's permit tracking system.

Historic Landmarks Commission

The Historic Landmarks Commission and its powers and duties were authorized in the City Charter (Sec. 817) and implemented by the Santa Barbara Municipal Code. Some of the many Historic Landmarks Commission responsibilities are to:

- Carry out the provisions of the Historic Structures Ordinance.
- Review and approve, conditionally approve, or deny all applications for the alteration of any Landmark including landscaping, site plans, exterior paint, and other visual characteristics.
- Review the proposed alterations or demolitions of any structure or real property in landmark districts, historic districts or related to historic properties.
- Recommend to the City Council buildings, structures, natural features, sites or areas having historical, architectural, archaeological, cultural or aesthetic significance that might be designated as Landmarks.
- Designation of Structures of Merit

Historic Structures Ordinance

The Historic Structures Ordinance details preservation procedures and duties for the Historic Landmarks Commission and prescribes the review process for alterations, relocation, and designation of Landmarks and Structures of Merit. The Ordinance identifies the boundaries and purpose of landmark districts and historic districts and the required architectural styles for any structure altered or constructed within these districts. In addition to regulatory requirements, the ordinance provides for preservation incentives, including use of the California Historical Building Code, preservation easements and Mills Act property tax reduction contracts.

CITY HISTORIC PRESERVATION WORK PROGRAM

A comprehensive historic preservation work program (Preservation Program) is key for the protection of historic resources. City of Santa Barbara Preservation Program staff is responsible for a variety of tasks, including project review, environmental review, Historic Landmarks Commission support, and management of historic and cultural resource surveys. As of 2012, program components consist of:

- Enforcement of Historic Structures Ordinance
- Staff support of the Historic Landmarks Commission
- Continuing the Historic Resources Survey Program
- Applying California Environmental Quality Act (CEQA) historic review and Master Environmental Assessment (MEA) Guidelines to current development applications, including review of Archaeological Reports and Historic Structures Reports
- Initiation of Landmark and Structure of Merit Designations
- Initiate historic district designations
- Updating local list of potential historic resources
- Developing historic district and resource design guidelines
- Creating incentives for historic property owners and eligible properties
- Coordinating Historic Resources Element updates
- Demolition review regulations implementation

A major part of the Preservation Program was initiated by City Council in 2002, with the adoption of MEA Guidelines, discussion involving demolition control regulations, and the establishment of funding for future historic resource surveys citywide. Demolition regulations were strengthened in 2004 after it was discovered that certain older buildings that may have had historic significance obtained only ministerial approval for demolition permits.

Creating support for historic preservation requires public understanding of the significant contributions of historical resources to the quality and vitality of life, aesthetic appeal, and cultural environment of the city. In order to better inform and educate the public on the merits of historic preservation, information on the resources themselves, as well as the purpose and objectives of the Preservation Program, must be developed and widely distributed.

| 2012 Task Force Proposed Historic Resources Element | 2011 Plan SB HRE Framework | | | | | | | | | | | | | | | | | | | |
|--|---|--------|--------|--------|----------|-----|-----|----------|-----|-----|-----|-----|-----|----------|-----|----------|-----|-----|----------|----------|
| | Key: x = where topic is covered in the 2012 HRE Bold = New policy or new implementation item | Goal 1 | Goal 2 | Goal 3 | Policy 1 | 1.1 | 1.2 | Policy 2 | 2.1 | 2.2 | 2.3 | 2.4 | 2.5 | Policy 3 | 3.1 | Policy 4 | 4.1 | 4.2 | Policy 5 | Policy 6 |
| First Goal | Protection/Enhancement | x | x | | | | | | | | | | | | | | | | | |
| Second Goal | Awareness | | | x | | | | | | | | | | | | | | | | |
| Third Goal | Government | | | | | | | | | | | | | | | | | | | |
| Fourth Goal | Neighborhood | | | | | | | | | | | | | | | | | | | |
| Policy 1 | Protect | | | | | | | | | | | | | | | | | | | |
| 1.1 | Tools | | | | | | | x | | | | | x | | | | | | | |
| 1.2 | Guidelines | | | | | | | | | | | | | | | | | | | |
| 1.3 | Codes | | | | | | | | | | | | | | | | | | | |
| 1.4 | Regulations | | | | | | | | | | | | | | | | | | | |
| 1.5 | Archeological | | | | | | | | | | | | | | | | | | | |
| Policy 2 | Development | | | | | | | | | | | | | | | | | | | |
| 2.1 | Development | | | | | | | | | | | | | | x | | | | | |
| 2.2 | Impacts to | | | | | | | | | | | | | | | | | | | |
| 2.3 | Asses potential damage | | | | | | | | | | | | | | | | x | | | |
| 2.4 | Long-term damage | | | | | | | | | | | | | | | | x | | | |
| 2.5 | Measures | | | | | | | | | | | | | | | | | | | |
| 2.6 | Interim protections | | | | | | | | | | | | | | | | | | | |
| 2.7 | Permanent protection | | | | | | x | | x | | | | x | | | | | | | |
| 2.8 | Densities | | | | | | | x | | | | | | | | | | | | |
| 2.9 | TDR | | | | | | | | | | x | | | | | | | | | |
| 2.10 | Buffers | | | | | | | | | | | x | | | x | | | | | |
| 2.11 | Viewscapes | | | | | | | | | | | | | | | x | | | | |
| Policy 3 | Demolition | | | | | | | | | | | | | | | | | | | |
| 3.1 | Neglect | | | | | | | | | | | | | | | | | | | |
| 3.2 | Demolitions | | | | | | | | | | | | | | | | | | | |
| 3.2 | Design Alternative | | | | | | | | | | | | | | | | | | | |
| Policy 4 | Adaptive Reuse | | | | | x | | | | x | | | | | | | | | | |
| 4.1 | Incentives | | | x | | | | | | | | | | | | | | | | |
| 4.2 | Loan program | | | | x | | | | | | | | | | | | | | | |
| Policy 5 | Neighborhood | | | | | | | | | | | | | | | | | | | |
| 5.1 | Neighborhoods | | | | | | | | | | | | | | | | | | | |
| 5.2 | Guidelines | | | | | | | | | | | | | | | | | | | |
| 5.3 | Owner support | | | | | | | | | | | | | | | | | | | |
| 5.4 | Prioritize | | | | | | | | | | | | | | | | | | | |
| 5.5 | Establish Zoning | | | | | | | | | | | | | | | | | | | |
| Policy 6 | Streetscapes | | | | | | | | | | | | | | | | | | | |
| 6.1 | Preserve and protect | | | | | | | | | | | | | | | | | | | |
| 6.2 | Prioritize | | | | | | | | | | | | | | | | | | | |
| 6.3 | Pedestrians | | | | | | | | | | | | | | | | | | | |
| Policy 7 | Landscapes | | | | | | | | | | | | | | | | | | | |
| 7.1 | Landscape features | | | | | | | | | | | | | | | | | | | |
| 7.2 | Landscapes | | | | | | | | | | | | | | | | | | | |
| Policy 8 | Survey | | | | | | | | | | | | | | | | | | | |
| 8.1 | Surveys | | | | | | | | | | | | | | | | | | | |
| 8.2 | Identify | | | | | | | | | | | | | | | | | | | |
| 8.3 | Retain documents | | | | | | | | | | | | | | | | | | | |
| 8.4 | Designate annually | | | | | | | | | | | | x | | | | | | | |
| Policy 9 | Awareness | | | | | | | | | | | | | | | | | | x | |
| 9.1 | Programs | | | | | | | | | | | | | | | | x | | | |
| 9.2 | Promote | | | | | | | | | | | | | | | | | | | |
| 9.3 | Coordinate promotion | | | | | | | | | | | | | | | | | | | |
| 9.4 | Enhance recognition | | | | | | | | | | | | | | | | | | | |
| 9.5 | Improve awareness | | | | | | | | | | | | | | | | | | | x |
| Policy 10 | Government | | | | | | | | | | | | | | | | | | | |
| 10.1 | Technical | | | | | | | | | | | | | | | | | | | |
| 10.2 | Expertise | | | | | | | | | | | | | | | | | | | |
| 10.3 | Educate board members | | | | | | | | | | | | | | | | | | | |
| 10.4 | Partnerships | | | | | | | | | | | | | | | | | | | |
| 10.5 | Seek assistance | | | | | | | | | | | | | | | | | | | |
| 10.6 | Assure eligibility | | | | | | | | | | | | | | | | | | | |
| 10.7 | Additional funding | | | | | | | | | | | | | | | | | | | |
| 10.8 | Enforce ordinances | | | | | | | | | | | | | | | | | | | |
| 10.9 | Uniformity regulation app. | | | | | | | | | | | | | | | | | | | |
| 10.10 | Coordinate reviews | | | | | | | | | | | | | | | | | | | |

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| 2012 Task | Existing Cultural & Historic Resources Section of Conservation Element |
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| Proposed Historic Resources Element | Key: x = where topic is covered in the 2012 HRE Bold = New policy or new implementation item |
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Historic Resources Element Task Force Participants

HRE Task Force Voting Members

| | |
|-------------------------------|---|
| Judith D. Orias, Chair | HLC Historic Resources Element Subcommittee |
| Fermina B. Murray, Vice Chair | HLC Historic Resources Element Subcommittee |
| Stella M. Larson, Secretary | Planning Commission Representative |

HRE Task Force Participant Members

| | |
|------------------|---|
| Mary Louise Days | Citizens Planning Association (CPA) & Santa Barbara Conservancy |
| Kellam de Forest | Pearl Chase Society |
| Jeanne Kahre | Allied Neighborhood Association |
| Wanda Livernois | Allied Neighborhood Association (for initial meeting months) |
| Susette Naylor | (not affiliated) |
| Anne Petersen | Santa Barbara Trust for Historic Preservation |



**ADDENDUM TO PROGRAM ENVIRONMENTAL IMPACT REPORT
for the Plan Santa Barbara General Plan Update (SCH 2009011031)
FOR: CITY OF SANTA BARBARA PROPOSED HISTORIC RESOURCES
ELEMENT**

July 3, 2012

This addendum to the certified Final Environmental Impact Report (FEIR) for the *Plan Santa Barbara* General Plan Update documents California Environmental Quality Act (CEQA) analysis for the proposed Historic Resources Element. The proposed Element would amend the City of Santa Barbara General Plan and replace the existing General Plan Historic Resources Framework and Cultural Resources Section of the Conservation Element. Associated changes to project impacts fall within the range of policy options, growth scenarios, and impacts studied in the FEIR, and do not raise new environmental issues.

EIR ADDENDUM PROCEDURES

This EIR Addendum is prepared in accordance with State CEQA Guidelines Sections 15168 (Program EIR) and 15164 (Addendum to an EIR).

Section 15168 provides that a Program EIR may be prepared on a series of actions characterized as one large project, such as a citywide General Plan update. This allows for a comprehensive consideration of policies and effects, and avoids later duplicative environmental analysis. When subsequent implementing actions are undertaken, the activities may be approved as within the scope of the Plan covered by the Program EIR when no new significant effects would occur.

Section 15164 provides that an Addendum to a previous EIR may be prepared to document changes that make the prior EIR adequate for the current project when the changes are not associated with new significant impacts or substantial increases in previously identified impacts.

The Guidelines provide that an EIR Addendum need not be circulated for public review, but is attached to the EIR. The decision-making body (City Council) considers the Addendum together with the certified EIR in making a decision on the project.

PRIOR ENVIRONMENTAL DOCUMENT

The Program Environmental Impact Report (EIR) for the 2011 General Plan update was certified by the Planning Commission in September 2010 and by City Council in December 2011.

The General Plan Program EIR evaluated citywide effects on the environment from incremental growth to the year 2030 under General Plan policies and programs. The General Plan contemplates growth by the year 2030 of up to 1.5 million square feet of net additional commercial and other non-residential development and up to 2,800 additional housing units.

Class 1 Impacts

The EIR analysis identified significant traffic and climate change impacts that could not be fully mitigated (Class 1 impacts) from General Plan policies and citywide incremental growth to the year 2030. An increase from 13 to 20-26 roadway intersections at 77% or greater volume-to-capacity ratio was identified. Citywide greenhouse gas emissions were projected as increasing and therefore potentially not meeting State AB 32 emission targets for 2020 and then-undefined SB 375 regional targets.

The EIR also identified that these traffic and climate change impacts could potentially be substantially reduced with implementation of a robust expansion of transportation demand management measures including parking pricing. These mitigation measures were included in the General Plan but City Council found that providing an upfront commitment as to the extent and method and timing of implementation was not feasible. As such, full mitigation credit was not given for the purpose of CEQA impact analysis. In adopting the General Plan, the City Council adopted findings of overriding consideration that the benefits of the Plan outweighed these potential significant impacts, thereby finding these impacts to be acceptable.

An Addendum to the FEIR (6-18-12) for the proposed City Climate Action Plan documents further analysis of climate change demonstrating that impacts associated with citywide greenhouse gas emissions would be less than significant (Class 2).

Class 2 Impacts

The EIR analysis identified the following potentially significant impacts that could be mitigated to less than significant levels (Class 2 impacts): air quality (*diesel emissions*); biological resources (*upland and creek/riparian habitats and species*); geological conditions (*sea cliff retreat*); heritage resources (*effects of development on historic resources*); hydrology (*extended range sea level rise*); noise (*transportation noise*); open space (*loss or fragmentation of open space*); public utilities (*solid waste management*); and transportation (*intersections with mitigation; roadway corridor congestion*).

Identified mitigation measures associated with these impacts were incorporated into the General Plan as policies and programs.

Class 3 Impacts

The EIR analysis concluded that with policies and programs already in place, the following other impacts would be less than significant (Class 3 impacts): air quality (*consistency with Clean Air Plan for air quality standards; construction emissions*); biological resources (*grasslands; coastal resources; individual specimen trees*); geological conditions (*seismic, geologic, soil hazards*); hazards (*accident risks, wildfire; hazardous materials*); heritage resources (*archeological and paleontological resources*); hydrology and water quality (*development in floodplains and near creeks; storm water runoff; water quality of creeks, groundwater, coastal and marine water*); noise (*noise guidelines; mixed use nuisance noise; construction noise*); open space and visual resources (*scenic views; community character; lighting*); public services (*police; fire protection; parks and recreation; schools*); public utilities (*water supply, wastewater treatment*); transportation (*reduction in per capita vehicle commute trips – Class 4 beneficial*).

Additional Environmental Analysis

The EIR also included detailed analysis of impacts associated with energy, climate change (both greenhouse gas emissions contributing to climate change, and climate change effects on the City), population and jobs/housing balance, and socioeconomic issues.

CHANGES IN ENVIRONMENTAL CIRCUMSTANCES

No substantial changes in environmental circumstances on the ground have occurred since the December 2011 General Plan adoption and EIR certification. No changes to Federal or State historic resources regulations or guidelines have occurred.

CURRENT PROJECT DESCRIPTION: HISTORIC RESOURCES ELEMENT AMENDMENT

The Historic Resources Element (HRE) proposed goals, policies, and implementation measures are similar to the policies analyzed in the 2011 General Plan Update HRE and the Cultural and Historic Resources section of the Conservation Element. The following policy topics appear in the 2011 General Plan HRE and/or Conservation Element as well as the proposed HRE:

- Protection of historic and archaeological resources through appropriate regulatory tools such as buffers, transfer of development rights, reduced densities near resources, adaptive reuse, design districts, designations
Conservation Element: Policies 2.0 and 3.0
2011 HRE Framework: Policies HR2-Historic Structures and HR3-Historic Resource Protection
6-18-12 Task Force HRE: Policies HR1-Protect Historic and Archeological Resources
- Protection of historic and archaeological resources through ensuring compatible development through review processes
Conservation Element: Policy 1.0
2011 HRE Framework: Policy HR4-Development Adjacent Historic Structures
6-18-12 Task Force HRE: Policy HR2-Ensure Respectful and Compatible Development
- Adaptive reuse support
2011 HRE Framework: Policy HR1-Adaptive Reuse
6-18-12 Task Force HRE: Policy HR4-Adaptive Reuse
- Promoting public awareness of historic and archaeological resources
2011 HRE Framework: Policies HR5-Increase Historical Appreciation and HR6-Chumash Culture and Archeological Resources
6-18-12 Task Force HRE: Policy HR9-Increase Awareness of Santa Barbara's Heritage
- Surveying, documenting and designating historic resources in the community
Conservation Element: Policies 2.0 and 3.0
2011 HRE Framework: Policy HR3-Historic Resource Protection
6-18-12 Task Force HRE: Policy HR8-Survey and Document All Historic Resources
- Governmental coordination, uniformity in regulations, and effectiveness in addressing and protecting historic and archaeological resources
Conservation Element: Policy 4.0
6-18-12 Task Force HRE: Policy HR10-Assure Governmental Effectiveness

All of the topics covered by the existing Historic Resources Framework and existing Cultural Resources Section of the existing Conservation Element are covered in the proposed Historic Resources Element.

Additional and more detailed goals, policies and implementation items are included in the proposed HRE. The intent of the new items is the same as it was for the existing documents, and the result of the new items may be greater protection of historic resources in some cases. New topics include the following:

Two new goals elevate topics of governmental effectiveness (“Governmental Cooperation”) and the importance of historic resources preservation in neighborhoods (“Neighborhood Historic Preservation”).

New policies and associated implementation measures expand on the importance of:

- avoiding demolition of historic resources (Policy HR3-Discourage Demolition)
- protection of neighborhood historic resources (Policy HR5-Protect Neighborhood Historic Resources)
- streetscape and landscape historic resources (Policies HR6-Protect Traditional Public Resources and Streetscapes and HR7-Protect Historic Landscapes)
- surveying and documenting resources (Policy HR8-Survey and Document All Historic Resources)

FINAL PROJECT IMPACTS AND MITIGATIONS

Historic Resources - The FEIR analysis found impacts of the General Plan Update to be less than significant with incorporation of additional policy protections for historic resources, including buffer provisions and additional design/historic district protections (Class 2 impact). The FEIR Hybrid Alternative assumed incorporation of these additional policy protections and also reduced the area for higher density residential development in the Downtown to assure compatibility with the historic character. The final GPU also incorporated the additional buffer and district policy protections and further reduced areas with the higher density incentive designations.

The proposed Historic Resources Element has wording revisions and additions to the Conservation Element policies and 2011 GPU policies (including FEIR mitigation measures incorporated as GPU policies), but the intent and effect of the refined policies is similar. [Note: policy numbers have changed between the FEIR, the Conservation Element and 2011 adopted GPU; and the proposed replacement HRE.]

The historic resources impacts of the final GPU with incorporation of the proposed Historic Resources Element would be similar or slightly less than impacts identified in the FEIR and would remain **less than significant (Class 2)**.

Open Space and Visual Resources – Policy provisions directing in-fill development to central areas of the City and providing programs protective of open space remain unchanged by the proposed HRE. There is a policy directing protection of viewsapes in the proposed HRE which would further support visual resource protection. The impact of gradual loss of open space would remain **less than significant (Class 3)**.

Other Impacts – Environmental impacts under the HRE policy amendments would be similar to those identified in the FEIR. No changes from impact significance classifications identified in the FEIR (i.e., Class 1, 2, or 3 impacts) would result from refinements to the historic resources protection policies.

Most of the mitigation measures identified in the FEIR to reduce potentially significant impacts were incorporated into the final General Plan Update policies and programs. These measures address traffic congestion; greenhouse gas generation; highway diesel exhaust; upland, creek/riparian, and coastal habitats and species; coastal bluff retreat; hazardous materials collection facility capacity; historic resources; sea level rise; highway noise; open space; solid waste management facility capacity, and jobs/housing balance.

CEQA FINDING

Based on the Addendum review of the proposed Historic Resources Element, in accordance with State CEQA Guidelines Section 15612, no Subsequent Negative Declaration or Environmental Impact Report is required for the project because the project setting, description, impacts, and mitigations do not involve new significant impacts or a substantial increase in the severity of impacts previously identified in the final General Plan Program EIR.

This Addendum, together with the certified Program EIR, constitutes adequate environmental documentation in compliance with CEQA for the proposed Historic Resources Element.

Prepared by: Heather Baker Date: 7/3/12
Heather Baker, AICP Project Planner

Reviewed by: Bettie Weiss Date: 7.3.12
Bettie Weiss, City Planner

References:

Certified Final EIR for *Plan Santa Barbara* General Plan Update (September 2010) and FEIR Addendum (December 2011).

Addendum to Program Environmental Impact Report for the *Plan Santa Barbara* General Plan Update for draft City of Santa Barbara Climate Action Plan (June 18, 2012).